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ABSTRACT

In this North Carolina council on education report concerning vocational education in the state's public schools and community colleges/technical institutes three sections are presented: (1) North Carolina advisory council commendation and recommendations to the state board of education, (2) components of the council's annual evaluation report required by federal rules and regulations, and (3) components of the annual evaluation report recommended by the national association of executive directors. Vocational education recommendations in section 1 include reforms of the funding method, the curriculum development method, and the state's organization and capability to provide qualified personnel. Section 2, required by the federal government, contains, in the first of six items, results of the council's evaluation of the effectiveness of programs, services, and activities to meet state plan goals. The final section reviews the advisory council's progress with previous recommendations to the state board, the status of local advisory councils, and the status of the state occupational information coordinating committee. Appendixes contain the 1978 state executive order number 25 creating the North Carolina advisory council on education, a state board of education and North Carolina employment and training council resolution, and a state board of education and state advisory council agreement. (CSS)

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A CALL FOR REFORM

ANNUAL REPORT
1978

BY

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AND

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TABLE OF CONTENTS

PREFACE i

INTRODUCTION 1

PART I 3

Commendation 4
Recommendations 6
Summary 25

PART II 27

PART III 40

APPENDICES 48

CITED REFERENCES 61

ADDITIONAL REFERENCES 64

PREFACE

The North Carolina Advisory Council on Education (hereafter referred to as "The Council") was given new directions by the Education Amendments of 1976 and by Executive Order in May 1978.* One of the requirements of the Act is for The Council to submit an Annual Report to the U. S. Commissioner of Education and to the National Advisory Council on Vocational Education, through the State Board of Education. The 1978 Report is the first one developed by The Council under its expanded authority.

While the authority for the Report is new, the purpose is not. It attempts to point out how the State Board of Education might proceed in order to improve and extend the availability and the quality of vocational education for all of the students enrolled under the Board's jurisdiction. The 1978 Annual Report is, therefore, sequential to and incremental to the 1976 and 1977 Annual Reports.

The 1976 Annual Report called on the State Board of Education to develop an overall STATEWIDE POLICY FOR VOCATIONAL EDUCATION; and the 1977 Report called for an ACTION PLAN FOR VOCATIONAL EDUCATION that prescribed how the Policy was to be implemented. The Council now believes that certain reforms are needed, both to enhance the further delineation of policy and to

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*See Appendix A for Executive Order Number 25, dated May 25, 1978.

stimulate the further development of a comprehensive Master Plan that will truly provide for "a general and uniform system" of vocational education in the State's public schools.[1]

Hence, A CALL FOR REFORM.

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[1]Editor's note to the North Carolina Constitution, Article IX, Sec. 7, cited in Public School Laws, 1976, p. 463 states: "Public schools are normally envisioned as institutions for the instruction of the young, and institutions for education beyond the high school level are not usually thought of as part of the public schools; however, this mode of thought does not amount to a constitutional prohibition of use of the term public schools to include adult or technical education."

"A county technical institute which provides adult vocational and general educational training is a part of the public school system of the state...."

"A school is an institution consisting of a teacher and pupils, irrespective of age, gathered together for instruction in any branch of learning...."

INTRODUCTION

The year 1977 may well be the year for all in the field of vocational education to remember. In that year, a State law was enacted which declared: "It is the intent of the General Assembly that vocational education be an integral part of the educational process," and "the State Board of Education shall be the sole State agency for the State administration of vocational education at all levels, shall be designated as the State Board of Vocational Education...."[2] Also, in 1977 the Board of Governors of the University System formally recognized vocational teacher education as a specific function of the public university system. Moreover, the North Carolina Employment and Training Council published an Annual Report which highlighted several critical Employment and Training Policy Issues and Recommendations.[3]

It is the essential purpose of this report--A CALL FOR REFORM--to advance the proposition that the potential for quality vocational education in our State's public schools and community colleges/technical institutes has never been brighter. The legislative framework necessary for significant achievement is now in place. At the same time, several overall statewide policy issues are being pursued. The support that would be required from "other" agencies, especially the University System and the Division of Community Employment (which administers the Comprehensive Employment and Training Act) in the Department of Natural Resources and Community Development, is available. With this legislative framework and with the necessary

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[2]North Carolina Session Laws, 1977; Chapter 490, Article 27A, 115-229.1; 115-229.3.

[3]See: Part II, pp. 36-37 for comments on this Report.

support from certain other agencies, there is tremendous potential for a truly consistent, integrated, and coordinated approach to education in general and vocational education in particular.

The Council's view is that the State Board of Education, which is also the State Board of Vocational Education, must provide the leadership to bring about certain reforms. These reforms are addressed entirely toward a better quality of vocational education. The Council's approach is to offer recommendations that will assist the State Board of Education in providing for the education and training needs of the State, now and in the future.

PART I

COMMENDATION AND RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION

COMMENDATION TO THE STATE BOARD OF EDUCATION

During 1977-78, the State Board of Education established a new and open posture with The Council. This new and refreshing relationship has come about because of the open and responsive leadership of the Board's Chairman, Dr. H. David Bruton, and the other members of the State Board. Under Dr. Bruton's leadership, the Board:

1. Responded positively to The Council's resolution which urged a meeting with the North Carolina Employment and Training Council.[4]
2. Endorsed and supported The Council's Education Television FORUM in February 1978. This endorsement was unsolicited, making the State Board's support much more meaningful.
3. Adopted an "Agreement" with The Council to provide technical assistance to local advisory councils on vocational education.
4. Adopted a proposal to write a State Plan for Guidance, in response to a recommendation made by The Council in December 1976.[5]
5. Was represented for the first time by one of its members at each of The Council's meetings.

The Council appreciates this interest and concern which members of the State Board of Education have shown for our activities during 1977-78. The

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[4]See: Annual Report of the North Carolina Employment and Training Council, 1977, issued by the Department of Natural Resources & Community Development, pp. 29-30; 38.

[5]See: Position Statement on Guidance, adopted by The Council, December, 1976.

Council wishes to commend the State Board of Education members, both individually and collectively.

RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION

"Almost all public policy decisions--in fact, almost all decisions--must be made on the basis of incomplete information."[6] Nonetheless, the North Carolina Advisory Council on Education recommends that the Board specifically begin to address three areas which seem critical to the future of vocational education:

1. REFORM THE METHOD OF FUNDING VOCATIONAL EDUCATION;
2. REFORM THE METHOD OF CURRICULUM DEVELOPMENT FOR VOCATIONAL EDUCATION; AND
3. REFORM THE ORGANIZATION AND THE CAPABILITY OF THE STATE TO PROVIDE QUALIFIED PERSONNEL FOR VOCATIONAL EDUCATION.

The term "Reform" is not to imply a major change or upheaval of the current vocational education operations. It is to imply a "fine-tuning" or minor revisions of the State Board's current operational pattern.

While each of these recommendations is independent of the other, The Council believes they should be considered and implemented in an interdependent manner. The Council will be pleased to work with the State Board of Education in accomplishing these recommendations.

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[6] Assessing Vocational Education Research and Development, National Academy of Sciences, Washington, DC, 1976, p. v.

1. REFORM THE METHOD OF FUNDING VOCATIONAL EDUCATION

Vocational education is formally recognized by the State as a State function in our public schools, community colleges and technical institutes, and in teacher education programs in the State's University System. This recognition was first formalized by the enactment of the "Community College Act" of 1963. It was further recognized and defined in 1977 by "An Act to Provide an Expanded Legal Basis for Secondary School Vocational Education," and it was embellished by a position statement on vocational education in the Board of Governors' Long Range Plan for 1977-82. Also, the State function of providing quality vocational education to the youth and adults of North Carolina is extended and expanded by the Education Amendments of 1976, Title II, P.L. 94-482, as amended.[7]

Special Concern for Secondary Education

At the June 2, 1977, meeting of the State Board of Education, a State Plan for Vocational Education for 1978 was adopted. As a part of that process, the State Board of Education approved an "equity formula" to bring all public school administrative units up to a minimally funded level over a six-year period. The Council supported the "equity formula,"[8] consistent with State and federal statutes at that time. Under legislation that existed at that time, this was a logical and significant step for the State Board to take.

However, six days later, June 8, 1977, the General Assembly enacted a new State law. It addressed vocational education primarily for secondary schools, but it has implications for the total field of vocational education.

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[7]See: Latta, E. Michael, "The North Carolina Story," issued by The Council, April 1978.

[8]See: "The Council's Minutes," March and April 1977.

One statement in that new law reads.

> It is the intent of the General Assembly that vocational education be an integral part of the educational process. The State Board of Education is authorized and directed to administer through local boards of education a comprehensive program of vocational education which shall be available to all students who desire it in the public secondary schools of this state.[9]

Also, the State law declares, under a heading titled State funds for vocational education: "It is the intent of the General Assembly of North Carolina to appropriate funds for each fiscal year to support the purposes of vocational education as set forth in...this Article."[10] (Emphasis added)

It is thereby the declared purpose of the General Assembly to appropriate State funds to support vocational education purposes as prescribed in the State Statutes, and it is the declared purpose of the General Assembly that vocational education be an integral part of the educational process. The action of the North Carolina General Assembly is particularly significant when read in light of the action of the U.S. Congress in extending the Vocational Education Act of 1963. The extension fully took effect on October 1, 1977. A key provision of that law states: "It is also the purpose of this part to authorize Federal grants to States to assist them--

(1) to extend, improve, and where necessary, maintain existing programs of vocational education."[11] (Emphasis added)

The Council thereby recommends that the State Board of Education reform the method of funding vocational education by requesting that the General Assembly provide State funds for a basic vocational education program in the public secondary schools.

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[9]North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.1.

[10]Ibid., 115-229.6.

[11]"Education Amendments of 1976," Public Law 94-482, Title II, as amended, Sec. 101.

A recent Commission, appointed by the State Board of Education, had an opportunity to develop a different concept for funding vocational education. The resolution which authorized the Commission was ratified by the 1977 General Assembly and was titled, "A JOINT RESOLUTION TO PROVIDE FOR A STUDY OF THE FORMULAS AND FUNDING PROCEDURES WHEREBY THE STATE BOARD OF EDUCATION ALLOCATES FUNDS TO LOCAL ADMINISTRATIVE UNITS." The resolution specifically directed the Commission to study such areas as: equity in funding and program costs, including "the ratio of pupils to occupational education teachers." The Commission's final Report, however, has but one statement about vocational education: "Vocational education allotments are made separately and not included in the above calculations."[12]

Currently, each local administrative unit has to secure approximately thirty percent (30%) of the necessary funds to pay for vocational educators' salaries from the local tax-levying authority. The Council is not aware of any other educational program in the State that is operated in this manner. A Legislative Research Commission's Report states: "What North Carolina really has, and has had for a number of years, is a set of salary tables for certain employees and absolutely no system at all for others."[13] "All teacher positions will be placed on a uniform schedule."[14]

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[12]"Allocation of Personnel to Local Administrative Units: Recommendations Regarding State Board of Education Formulas," A Report from the Commission Created by Resolution 91 of the 1977 North Carolina General Assembly, April 1978, p. 28.

[13]Legislative Research Commission, "Public School Employees' Salaries," General Assembly, Raleigh, NC, May 26, 1978, p. 6.

[14]Ibid., p. 7. See also: North Carolina Session Laws, 1977, (2nd Session, 1978), Chapter 1292, (An Act "...for the study of a uniform and equitable salary system for paying all public school employees.") ratified June 16, 1978.

Therefore, The Council believes the total salary for vocational education personnel should be paid from State funds, as are other professional personnel.[15] If the General Assembly is going to provide "for a general and uniform system of free public schools" as required by the North Carolina Constitution, and if the intent of the General Assembly is "to appropriate funds for each fiscal year to support the purposes of vocational education...," then the State Board of Education must declare the cost to achieve such purposes.

Local resources and federal resources still would be used, but in a different configuration--that is, to extend and improve vocational education in the State.

Support for basic State funding for vocational education has been proposed by members of the State Board of Education. The Honorable R. Barton Hayes, member of the State Board of Education, told The Council that he would "like to see them mount a campaign before the General Assembly to pass legislation authorizing automatic funding for vocational education."[16] The Honorable Evelyn Tyler asked The Council "...to push for 100 percent funding for vocational education in North Carolina."[17]

It is clearly the responsibility of the State Board of Education to determine the cost of vocational education in North Carolina and to request the necessary funds from the North Carolina General Assembly. As has been noted, the Constitution of the State provides for a "general and uniform system" of public education. At this time, the State's financing of vocational education is neither "general" nor "uniform" in the public secondary schools. It is time

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[15] Ibid., pp. 18-19.

[16] The Council's Minutes, November 17-18, 1977, p. 4.

[17] The Council's Minutes, January 26-27, 1978, p. 5.

for the State Board of Education to reform the method of funding vocational education, to provide for a "general and uniform" system of vocational education that can be an "integral part of the educational process."[18]

Special Concern for Postsecondary Education

The Community College Act was ratified by the North Carolina General Assembly in 1963. The Act established the State's policy and basic State financial support for vocational and technical education offered for adults through the institutions making up the community college system. The law charged the State Board of Education with establishing and operating the Community College System. The Community College Act is very direct:

> The major purpose of each and every institution operating under the provisions of the Chapter, shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools.[19]

There are at least two concerns about the current method of funding vocational and technical education in the Community College System:

1. The funding request for vocational and technical education by the State Board of Education to the General Assembly does not appear completely consistent with the stated purpose and philosophy of State law. The State Board of Education's request to the General Assembly shows the same budget "rate"[20] for

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[18]See: Dellinger, Anne M., "The Unresolved Status of Public School Fees," School Law Bulletin, April 1978, pp. 1-4.

[19]North Carolina Public School Laws, Chapter 115A, Section 115A-1.

[20]The word "rate" is used in Community College Agenda, Item I.F, p. 4, entitled "State Board of Education, N. C. Community College System 1978-79 Budget Adjustment Request," adopted by the State Board of Education, Feb. 1, 1978.

vocational and technical education as for other programs. Unless a significantly greater funding "rate" is assigned to vocational and technical education, both in request to the General Assembly and in distribution formulas to institutions, vocational and technical education cannot be "the major purpose" of the Community College System, but just another purpose.

2. The use of federal funds is beginning to be more and more a part of the on-going program support at each institution. Federal funds should be used to extend and improve vocational and technical education in the State's Community College System.

Several alternatives are suggested in response to these courses. The State Board of Education should always request the necessary funds from the General Assembly for a State program; additional funds should be requested to match with federal funds to accomplish federal purposes. Another alternative is a "dollar and cents" cost by programs.[21] Requests to the General Assembly could be based on this concept as well as fund distribution to institutions.[22] Therefore, The Council reiterates one of its recommendations made in 1975. That recommendation reads as follows:

> We recommend that the State Board of Education develop parallel systems for maintaining financial and enrollment data for the Department of Public Instruction and the Department of Community Colleges.

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[21]The essence of a statement by Mr. Stacy Budd, Chairman, Community College Advisory Council to the State Board of Education at a special meeting on March 18, 1978.

[22]The essence of recommendations made by Wake Technical Institute at a special State Board of Education meeting March 18, 1978. (See paper entitled "Comments on Community College Advisory Council, Funding Formula and Budget Preparation Report," dated March 16, 1978, p. 4.)

Parallel data systems would make it easier to:

1. Identify dollars-and-cents effort expended in serving exact numbers of students with various kinds of programs during any given time period; (emphasis added)

2. Equate educational emphasis in various fields to the employment pattern or employment predictions for those fields;

3. Appraise programming continuity and the extension of educational opportunity from the public school system through the Department of Community Colleges; and

4. Develop a fair and logical system of evaluating educational programs, institutions, and personnel.[23]

In Summary

State statutes direct that vocational education is to be an integral part of the public secondary school curriculum and that it is to be the major purpose of the Community College System's curriculum. It would appear to be only sensible that appropriate requests should be made of the General Assembly by the State Board of Education to implement the letter as well as the spirit of the State laws.

Appropriate funding support by the State would still permit full participation in federally funded programs because federal resources could be used to extend and improve vocational education for the youth and adults of this State.[24] This would be entirely within the stated purpose of federal assistance for vocational education:

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[23]The Council's Annual Report, 1975, pp. 18-19; Also see: Review of the Controller's Office (Prepared by Arthur Anderson & Co.), Raleigh, NC: State Board of Education, June 1978.

[24]The Council's Annual Report, 1976.

> Sec. 101. It is the purpose of this part to assist States in improving planning in the use of all resources.... It is also the purpose of this part...
>
> (1) to extend, improve, and, where necessary, maintain existing programs... (emphasis added)
> (2) to develop new programs of vocational education,
> (3) to develop and carry out such programs of vocational education within each State so as to overcome sex discrimination and sex stereotyping...
> (4) to provide part-time employment for youths who need the earnings...
>
> ...so that persons of all ages...will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interest, and ability to benefit from such training.[25]

Fully implemented, the recommendations aforementioned would be the essential ingredients to reform the funding of vocational education for the State's public secondary schools and community colleges/technical institutes.

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[25]"Education Amendments of 1976," Title II, Public Law 94-482, as amended, Sec. 101.

II. Reform the method of curriculum development for vocational education

Insofar as Vocational Education is concerned, the State Board of Education has several purposes:

1. To assure that "appropriate minimum standards for vocational education programs, services, and activities shall be established, promulgated, supervised, monitored, and maintained."[26]
2. To "...adopt and execute such policies, regulations and standards...to insure the quality of educational programs, to promote the systematic meeting of educational needs of the State...."[27]
3. To assure that "articulation will occur with institutions, [and] agencies...having responsibilities for manpower development."[28]

Since the State Board of Education has under its jurisdiction the two main agencies for human development in the State--the Department of Public Instruction and the Department of Community Colleges--articulated curriculum development in vocational and technical education should be a matter of policy as well as practice.

As to policy, State and federal legislation authorize the State Board to provide connecting links between the two vocational education agencies which are under the Board's jurisdiction. How does the State's dual delivery system for vocational and technical education work?

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[26]North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.4, (9).

[27]North Carolina Public School Laws, Chapter 115A-5.

[28]North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.4, (1).

First, policies governing vocational education from kindergarten through the equivalent of Grade 14 are made by the State Board of Education.

Secondly, the State of North Carolina, under the auspices of the State Board of Education, develops an Annual Plan for Vocational Education.

Thirdly, the State Board of Education has adopted an articulation policy which encourages cooperation and sharing between the two systems.[29]

In order to facilitate the further involvement between the State Board and such agencies as the Board of Governors and the North Carolina Employment and Training Council, curriculum articulation should be extended to its fullest potential.

> Articulation is defined as the planned process within the educational system which facilitates the transition of students between the secondary and post-secondary levels of instruction and allows the students to move with continuity and without hindrance through levels of the educational process.[30]

The Council believes that the best "articulation" is joint curriculum development; that is, joint curriculum development between the public schools and community colleges/technical institutes. The Council knows that some curriculums have been or are being jointly developed by personnel from public schools and community colleges. This approach has been shown to work very well in the research project entitled "Articulation of of Occupational Education Programs Between Secondary Schools and Community

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[29]Highfill, Hilda A., "Occupational Education in North Carolina: A Review of State Policy and Planning 1973-74 and a Look at the Future," Fiscal Research Division, North Carolina General Assembly, March 1975, pp. 2-8.

[30]Articulation. A Study by the National Advisory Council on Vocational Education, May 1976, p. iii. See also: Ernst, Richard J. "Articulation: A Working Definition," Community College Review, Spring 1978, pp. 32-34; and Bushnell, David S. "AACJC/AVA Occupational Education Project," Community and Junior College Journal, May 1978, pp. 20-23.

Colleges/Technical Institutes" conducted jointly by James Sprunt Institute and Duplin County Schools. This original "pilot project" in Duplin County (jointly financed by the Department of Public Instruction and the Department of Community Colleges) has been extended in time and into new curriculum areas. It should be adopted on a systematic basis--statewide. Accordingly, The Council recommends a reform in the method by which vocational education curriculums are developed, utilizing the process and techniques developed by the "James Sprunt Institute - Duplin County Schools Curriculum Articulation Model in Occupational Education." It is noted that this "model" is in keeping with a recommendation made in The Council's 1975 Annual Report:

> We recommend that the State Board of Education require that all vocational curricula designed to produce job entry skills be based on performance objectives validated by recent job analysis and task analysis and that parallel performance standards be established for completion of secondary and post-secondary programs, and that the State Board of Education immediately consider the most efficient, expedient method for attaining such a goal.

Dr. Ben E. Fountain, then State President of the Department of Community Colleges, and Dr. A. Craig Phillips, State Superintendent of Public Instruction, have voiced support for this concept. In a joint interview for the television program aired for The Council's 1978 Vocational Education FORUM, Dr. Fountain and Dr. Phillips said:

> Interviewer: I've heard a lot about the James Sprunt Project; but usually, the name is mentioned and no specifics. Can you capsule that for us?
>
> Fountain: Specifically, it means that the public school teachers and the community college or the technical institute instructors have worked together to plan educational programs in vocational areas--automotive mechanics and so on--so that a student can move right through a high school program into a technical institute program without missing a step or repeating material. And this ideally is the way it should be throughout the system, and we are moving in that direction.

Interviewer: Is there a likelihood that this will spread rather rapidly through the system?

Phillips: I think it will. And you know one other thing we ought to mention, Ben, on a part of that relationship is the beginning of more and more opportunities for shared faculty and shared facilities with a clear understanding of the distinctive role of each institution. . . . then that business we started out talking about, articulation, that fitting together, can take place effectively.[31]

The "James Sprunt-Duplin County Curriculum Model" takes into account the needs of the private sector--the employers of students. The concept of greater collaboration between education and the economic community was endorsed by the State Board of Education in June 1978.[32] Moreover, this "Curriculum Model" could be used to accomplish one of the "Continuing Goals for Vocational Education," adopted by the State Board of Education at its June 1978 meeting. That goal states:

> Improvement of articulation between and within secondary and post-secondary vocational education in order to facilitate the transition of students between the two levels and in order to eliminate duplicated curricular requirements.[33]

In Summary

A dynamic Vocational Education curriculum must be built jointly by the the public schools and community colleges/technical institutes with support from the State Board of Education and appropriate consultation with employers. If the curriculum is to be valid, a program graduate should possess the same or similar competencies that can be demonstrated in terms

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[31] Film FORUM, conducted over UNC-TV Network, February 16, 1978.

[32] Blueprint for the Possible: North Carolina Plan for Career Education, 1978-1982, adopted by the State Board of Education, June 1, 1978, p. 11.

[33] State Plan for Vocational Education: Annual Plan, 1979, adopted by the State Board of Education, June 1, 1978, p. 33.

of the needs of the workplace. Articulated curriculum development between public schools and community colleges/technical institutes is the best assurance that this will occur.

A member of the North Carolina Advisory Council who has been involved in the Articulated Curriculum Development Project notes:

> I am firmly convinced that, unless the educational system gets itself in a channel of structure, we are doomed to utter chaos. . . . This Council or someone needs to recommend that a development staff be [established]. . . for the purpose of developing this kind of format . . . .[34]

All of this boils down to undergirding a concept expressed by the State Treasurer who is a member of the State Board of Education: "Let's look at our public education programs and determine if there is some prospect of better coordinating the educational process from the high schools to the Community Colleges . . . ."[35]

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[34]The Council's Minutes, March 23-24, 1978, p. 2 (John Wooten).

[35]Boyles, Harlan E. "State's Development Involves Fiscal Planning," News and Observer, February 5, 1978, p. 9.

III. REFORM THE ORGANIZATION AND CAPABILITY OF THE STATE TO PROVIDE QUALIFIED PERSONNEL FOR VOCATIONAL EDUCATION

There are approximately 9,000 vocational and technical educational professionals employed in the public schools and the Community College System. In order to be sure that the educational institutions have adequate and competent professionals now and in the future, the State Board of Education should be about the business of making sure that adequate and appropriate pre-service and in-service programs are established in the State. That kind of assurance can be certain only after the State Board of Education establishes appropriate non-negotiable standards for all of its vocational education personnel and then works out an on-going relationship with the Board of Governors to accomplish this mission.[36]

Historically, the State Board of Education has given leadership to and provided resources for professional development of vocational education personnel employed in the public school system in North Carolina and, more recently, in the Community College System. Pre-service education was considered to be a basic responsibility of colleges and universities in the State. Certain of these colleges and universities developed programs of professional education in designated subject matter fields which were approved by the State Board of Education and received financial support from the State Board in carrying out this function. In-service education was considered to be a joint responsibility of the State Board and of the colleges and universities.

Vocational education personnel development programs in the past generally have been specialty-oriented; major emphasis was concentrated on programs and

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[36]See: Stedman, Donald J. "The Education and Training of Teachers and Other Educational Personnel in the University of North Carolina: Teacher Education Review Program," Report 1, May 1977; Reports 2 & 3, October 1977, The University of North Carolina, 1977; "Report on Follow-Through Review," April 1978.

courses for undergraduate or graduate degrees. New arrangements should be provided for expanding current specialty programs, for development of new programs, and for bringing in experts to assist personnel who work with special groups such as disadvantaged and handicapped students.[37]

Programs designed to provide assistance to local administrative personnel (principals, superintendents, community college presidents, deans, local directors of vocational education) or to State-level personnel who work in the broad field of vocational technical education should be clearly defined and made available.[38]

The role of vocational teacher educators in in-service programs should be critically examined in light of recent changes occurring in both State and federal legislation, and in program scope, sequence, and structure.

No college or university in the State currently provides training programs for personnel in all of the recognized vocational education specialties. Neither is The Council aware of any joint programs or consortium of institutions with the basic purpose of providing professional development for personnel with broad vocational and technical education responsibilities.

While the teacher market in general is glutted with an oversupply of individuals, it is reported that there is a shortage of 5,692 vocational teachers during fiscal year 1978 throughout the United States, with 379 needed in North Carolina.[39] There is little evidence that the State Board of Education

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[37]See: "Statewide Assessment/Evaluation of Occupational Programs for Disadvantaged and Handicapped Students," prepared for The Council in January 1978.

[38]See: "Professional Development of Administrators, Vocational Education Teachers, and Support Personnel for Occupational Education Programs in North Carolina," position paper by The Council, Spring 1970.

[39]Federal Register, Vol. 43, No. 82, April 27, 1978, p. 18117; pp. 18122-18123. See also: The State of Teacher Education, 1977. Washington, DC: National Center for Educational Statistics, 1977.

is aware of this fact. The State Board has not requested that the Board of Governors assist in providing adequate, qualified personnel in the field of vocational and technical education. It is time to correct this oversight and to reform the organization and capability of the State to provide for these personnel needs, both for the present as well as for the future.

The Board of Governors, on the other hand, has already taken major steps to assist the State Board of education with this massive task. For example, the Board of Governors in July 1976 initiated a comprehensive review and evaluation of all teacher education programs in the University. Each program was judged on three (3) criteria--quality, productivity, and need.[40]

> This study clearly indicated no basis for further general expansion of teacher education programs in the University at this time or for the foreseeable future. Some specific areas of high demand do remain (e.g., reading education, special education, vocational education...) and institutions were advised to reallocate their resources to expand productivity in these areas while decreasing productivity in areas of oversupply. It was also clear from the study that a decrease in the production of teachers offered institutions an opportunity to improve the quality of programs through improved selection and retention procedures.[41] (emphasis added)

The State Board of Education, in adopting its Annual Vocational Education Plan for 1979, declared that it supports the efforts of the Board of Governors and "believes that overall goals and objectives for occupational education cannot be accomplished without such input from the University System."[42]

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[40] Board of Governors of the University of North Carolina, Long-Range Planning, 1977-1982, 1977, p. 249.

[41] Ibid., p. 253.

[42] State Plan for Vocational Education, Annual Plan, 1979, adopted by the State Board of Education, June 1, 1978, Appendix, Exhibit I, pp. 4-6.

The Council wants to encourage a developing relationship between the State Board of Education and the Board of Governors. The Council strongly recommends that the State Board of Education and the Board of Governors establish a standing committee of the two Boards to maintain continuing dialogue about education personnel in general and vocational and technical personnel in particular. The joint standing committee should seek a meeting as soon as possible for at least the following purposes: (a) establishment, through interagency agreement, of a permanent and on-going partnership of collaboration, cooperation, and communication; (b) delineation of the roles of the State Board of Education and the Board of Governors in responding to the mandates of the collective federal and state statutes; and (c) improvement of long-range planning so as to better serve the youth and adults of the State.

As the relationships between these two Boards are expanded, The Council implores the State Board of Education to discuss the need for the Board of Governors to organize itself, perhaps with the State Board of Education's assistance, to respond to the need for adequate, qualified and appropriate vocational and technical education personnel in the public schools and the community colleges/technical institutes of the State.

In Summary

The State Board of Education should work diligently with the Board of Governors to reform the organization and the capability of the State to provide in-service training, continuing education, and field-based degree programs for all educational professionals and especially for vocational and technical educators. To accomplish this goal, the Board of Governors

and the State Board of Education must initiate closer coordination in the area of vocational and technical teacher education.[43]

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[43]See: "Report to the Board of Governors Committee on Education Planning, Policies and Programs," by Dr. Donald J. Stedman, April 13, 1978, Chapel Hill (p. 2); See also: Carl Schaefer and Jerry Moss, Jr., "The Role of Universities in Vocational Education," Washington, DC: University Council for Vocational Education, December 1977.

SUMMARY

The Council believes that the State Board of Education should adopt the three recommendations of this Report as its goals. This Report provides direction (1) to bring vocational education into the mainstream of our educational enterprise, (2) to assist in providing for an integrated approach for meeting the employment and training needs of the State; and (3) to realize the ideals expressed thusly:

> . . . We must look to the whole field of preparation of young people and others. In particular, vocational training in our high schools and community colleges must get a new and stronger emphasis in our state. . . . So I'm saying to you, we've got a lot to do in preparing our young people to be good workers. It's high time we got on with it, and we'll need your continued strong support.[44]
>
> Key in these efforts is education. Education from the primary level all the way through the college and university system is essential. But we find particular emphasis needs to be placed on vocational training and other directly work-related education.[45]
>
> . . . in many communities there are unskilled, undertrained individuals. Some could benefit greatly from training at a very basic level. In certain cases we must provide basic training and education before or instead of technical training.[46]
>
> We realize that to do many of these things is going to require additional funding and financial support. . . . and we recognize that there must be a continuing commitment.[47]

This Report represents the major goals of The Council. We agree

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[44]Remarks by Governor James B. Hunt, Jr. at "The Governor's Conference on Balanced Growth and Economic Development," Charlotte, North Carolina, January 11, 1978, p. 9.

[45]Remarks by Kenneth E. Flynt, Economic Advisor to the Governor, to the Conference of Community Colleges, "Economic Development: Important in the Past; Critical in the Future," May 30, 1978, p. 6.

[46]Ibid, p. 6.

[47]Ibid, p. 7.

completely with John Tart, Chairman of the Vocational Education Committee for the State Board of Education, when he said:

> ...may I suggest to you that goal-setting is absolutely necessary. Human beings are just like communities and governments--they must have goals if they are to serve mankind. Actually, not having a goal is more to be feared than not reaching a goal.
>
> Be a possibility thinker.
>
> Look ahead and do not become trapped to the past. Do the job better, because almost anything can be improved.[48]

The Council does not ask the State Board of Education to assume the entire task in accomplishing these goals--to make these reforms become reality--but the State Board of Education must provide the leadership.

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[48]Keynote speech by Dr. John Tart at the 50th State Convention of the North Carolina FFA Association, June 14, 1978, p. 4.

PART II

SPECIFIC COMPONENTS OF THE COUNCIL'S ANNUAL EVALUATION REPORT REQUIRED BY FEDERAL RULES AND REGULATIONS

Annual Evaluation Components Required by Federal Rules and Regulations

Federal Rules and Regulations require The Council to prepare and to submit through the State Board an annual evaluation report. The report shall include:

(a) Results of the evaluations by The Council of the effectiveness of programs, services, and activities carried out in the year under review in meeting the program goals set forth in the State Plan;

(b) A review of the program evaluation results developed by the State;

(c) A review of the analysis of the distribution of Federal funds within the State submitted by the State according to the annual program plan;

(d) Recommended changes based on the results of The Council's evaluation.

(e) Comments on the reports of State Manpower Services Council (in North Carolina it is known as the Employment and Training Council); and

(f) Identification and assessment of the extent of a coordinated approach in meeting needs as related to this and other Acts.[49]

Each of the above items (a-f) will be presented below in the language of the regulations, followed by appropriate comments.

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[49] Federal Register, Volume 42, No. 191, October 3, 1977, p. 53833.

(A) RESULTS OF THE EVALUATIONS OF EFFECTIVENESS OF PROGRAMS, SERVICES, AND ACTIVITIES CARRIED OUT IN THE YEAR UNDER REVIEW IN MEETING THE PROGRAM GOALS SET FORTH IN THE FIVE-YEAR STATE PLAN AND THE ANNUAL PROGRAM PLAN.

The North Carolina Five-Year Plan and the Annual Vocational Education Plan for 1978 both included statements of eleven goals for carrying out the mission for vocational education. These goals are broad in scope. They are stated without reference to standards by which they could be measured.

During 1978, The Council, in cooperation with local advisory councils, conducted 76 public hearings at which people were given an opportunity to express their views about vocational education. As a part of these meetings, 2190 people ranked the eleven goals in the 1978 State Plan, to determine the relative priority of each goal. The top goals, ranked in order of descending importance, were:

1. Improve local planning to make program offerings correspond to the job market and to student interest.
2. Expand vocational guidance and job placement services.
3. Conduct research and evaluation activities to uncover better ways of meeting the vocational education needs of youth and adults.
4. Update curricular materials.
5. Improve staff development, especially for teachers in new and modified programs.
6. Improve articulation between secondary and post-secondary levels.*

During 1978, The Council intensified its evaluation efforts in an area which had been of concern for several years--vocational education for the disadvantaged and handicapped. One of the goals in the 1978 North Carolina State Plan is:

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*A Complete Report on the Film Forum is available in The Council's Office.

> Continued development and improvement of vocational education opportunities and supportive services for disadvantaged youth and adults, handicapped youth and adults, and youth and adults residing in areas of the State which are economically depressed, have high rates of unemployment, and/or have high rates of school drop outs.

The Council commissioned a study that would provide base data regarding this goal, and other information about vocational education for special needs populations in the State. Objectives of the study included: (1) identify problems in developing and administering programs; (2) quantify and prioritize programmatic needs; (3) document program success; and (4) provide information upon which to formulate policy.[50] The study established that while efforts in behalf of handicapped and disadvantaged students have been effective, they have also been very narrow in scope. Barriers which inhibit more effective programs for special needs populations include (1) general lack of understanding about what must be done, what can be done, and what is being done in behalf of special needs students; (2) general lack of expertise, procedures, and specific materials to do effective training, and (3) lack of facilities and equipment to meet the particular needs of these populations. The general goal of "continued development and improvement of vocational education . . ." for special needs students, while it is entirely appropriate, probably needs to be focused more directly on the prioritized needs and barriers which were identified in the study.

Another goal of the 1978 State Plan was an expansion of vocational guidance and job placement services. The Council has been interested in "Guidance" for some time, and has stated that:

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[50] A Complete Report entitled Statewide Assessment/Evaluation of Occupational Programs for Disadvantaged and Handicapped Students is available in The Council's office.

> . . . guidance in North Carolina, at any level of school operation, is best described as a non-system. It is characterized by lack of an overall policy to direct it, insufficient funding, lack of administrative commitment to see that it gets done, and a proliferation of professional associations which all wish to influence "improvement," but which have had little cumulative effect.
>
> . . . . . .
>
> The difference intended between "guidance" and "counseling," as the two functions exist in our schools, is apparently not clear. The two terms are frequently used interchangeably or in such a way as to suggest that guidance and counseling can never occur apart from each other. State policy should be developed regarding the schools' role in providing either, or both, of these functions.
>
> . . . it is time to dispel the idea that "guidance" is something that can be accomplished solely by providing enough "guidance counselors." It is time to determine how much of what <u>should</u> be done actually <u>is</u> being done. It is totally inappropriate that guidance, which all educators agree is so important, should have been allowed to "drift" without an assessment of policy or overall program effectiveness for so long.
>
> . . . . . .
>
> Until (1) a comprehensive plan for guidance is developed, (2) sufficient funds are set aside to implement the plan, and (3) an appropriate evaluation procedure is incorporated into the plan, guidance in our education system will continue to be unsatisfactory.
>
> THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT NECESSARY PROCEDURES FOR DEVELOPING AND IMPLEMENTING SUCH A PLAN OF DIRECTION AND UNIFICATION BE INSTITUTED BY THE STATE BOARD OF EDUCATION AS SOON AS PRACTICABLE.[51]

At its May 1978 meeting, the State Board of Education directed that a State Plan for Guidance and Counseling be developed. Council members have been asked to join in developing a State Plan for Guidance for State Board of Education consideration.

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[51] <u>Position Statement on Guidance</u>, adopted by The Council on December 2, 1976.

(B) A REVIEW OF THE PROGRAM EVALUATION RESULTS DEVELOPED BY THE STATE UNDER THE AUTHORITY OF FEDERAL LAW AND REGULATIONS.

At the writing of this Report, the North Carolina State Board of Education has not adopted an evaluation scheme for vocational education. Obviously, The Council's review cannot take place until such a scheme has been developed.

(c) A REVIEW OF THE ANALYSIS OF THE DISTRIBUTION OF FEDERAL FUNDS WITHIN THE STATE SUBMITTED BY THE STATE ACCORDING TO THE ANNUAL PROGRAM PLAN AND THE ACCOUNTABILITY REPORT

The 1978 Annual Plan for Vocational Education prescribed in specific detail how federal vocational education funds were distributed. Distribution of federal funds within the State appears to be in compliance with the "letter" of federal law and regulations. As recently as March 1976, a "Management Evaluation Review" for compliance was conducted in North Carolina under the direction of the Bureau of Occupational and Adult Education of the U. S. Office of Education. Very few fiscal recommendations were made.

The Council, as part of its yearly activity, invited a representative of the Controller's Office of the State Board of Education to attend a Council meeting to explain the distribution of federal funds within the State. As an outgrowth of this discussion and other events, The Council has recommended a different approach to the use of federal funds in North Carolina. It is outlined in The Annual Report, 1978--Recommendation One.

The public at large is concerned about vocational education funding. At the public hearings conducted by the State Board of Education to secure input into the 1979 State Plan, about fifteen (15) comments focused on vocational education financing. One group, "The Citizens Committee on the State Plan" prepared a voluminous document concerning vocational education in general and the use of federal vocational education funds in particular.

The Council believes that a positive response to recommendations in our 1977 and 1978 Annual Reports would also speak to the many concerns about financing that have been raised by the people in our State. These concerns support The Council's contention that the State should provide full funding for a basic vocational education program. Federal funds should be used for

(1) innovative, exemplary, and demonstrative programs; (2) research; (3) programs for special needs populations; (4) curriculum development; and other appropriate uses.

(D) RECOMMENDED CHANGES IN PROGRAMS, SERVICES, AND ACTIVITIES AS MAY BE CONSIDERED NECESSARY BY THE COUNCIL BASED ON THE RESULTS OF ITS EVALUATION.

Recommendations for changes stemming from The Council's advising and evaluation activities are contained in Part I of the 1978 Annual Report--"A CALL FOR REFORM."

(E) Comments on the Reports of the State Manpower Services Council.

The State Manpower Services Council (SMSC), known in North Carolina as the Employment and Training Council, provided copies of its annual report to The Council. Several features of the Report are directly and primarily related to the mandated relationship between the two Councils:

1. Statement of the role which the Employment and Training Council perceives for itself. "The Council's mission is to shape and support a system which is responsive to the employment and training needs of North Carolina's workers and employers in ways which are compatible with the social priorities and economic needs of the State."[52]
2. Identification of four key components which it will strive for in the state's employment and training system:
   a. Institutional responsiveness to manpower agencies.
   b. Coordination of planning between employment and delivery systems.
   c. Development of innovative program activities.
   d. Decentralized decision making through increased participation of local agencies in planning and policy development.
3. Recommendations for future direction of the employment and training system, regarding:
   a. Goals and priorities.
   b. Policy issues.
   c. New programs.
   d. Improved planning and coordination.
   e. Improved program operations.

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[52] Annual Report of the North Carolina Employment and Training Council, 1977, p. 1.

The Employment and Training Council's 1977 Annual Report identified several issues that must be dealt with if we are to achieve a better employment and training system in North Carolina. We agree with the issues chosen by the Employment and Training Council, but we would like to acknowledge six of these issues as particularly timely and particularly important:

1. The need for training programs specifically addressed to those who are trapped in low-paying, dead-end jobs.
2. The need for an institute that would teach about entrepreneurship and help North Carolinians who want to become entrepreneurs.
3. Promotion of apprenticeship as a training method.
4. The need for an effective manpower data system.
5. The need to develop more effective programs for disseminating career information, including the training of career counselors.
6. The need to stimulate local public school systems to take the lead in assuring that employment and training resources are available to in-school youth.

The Council lends its full support to the stand the Employment and Training Council (SMSC) has taken on most issues. We commend the North Carolina Employment and Training Council and its staff for the open, creative, and cooperative approach that has characterized this first year of our formal relationship.

(F) IDENTIFICATION OF THE VOCATIONAL EDUCATION AND EMPLOYMENT AND TRAINING NEEDS OF THE STATE AND THE ASSESSMENT OF THE EXTENT TO WHICH VOCATIONAL EDUCATION, EMPLOYMENT AND TRAINING, VOCATIONAL REHABILITATION, SPECIAL EDUCATION, AND OTHER PROGRAMS ASSISTED UNDER THIS AND RELATED ACTS REPRESENT A CONSISTENT, INTEGRATED, AND COORDINATED APPROACH TO MEETING SUCH NEEDS.

Several recent developments indicate that the State Board of Education, as well as certain other state agencies, have begun to approach their duties with concern for a "consistent, integrated, and coordinated approach."

1. In 1977, a State law requiring vocational education in the public schools was enacted. This law requires that the State Board prepare a Master Plan for Vocational Education, and it also requires that articulation occur between institutions, agencies, councils, and other organizations having responsibilities for manpower development.
2. The State Board of Education and the N. C. Employment and Training Council held a joint meeting on May 3, 1978. At that meeting, the Board and the Employment and Training Council passed a resolution entitled "Agreement to Cooperate -- North Carolina State Board of Education, North Carolina Employment and Training Council." (See Appendix B for entire resolution.)
3. Following The Council's study of vocational education for special needs students, the State Board of Education has directed its staff to prepare a response to the issues raised in the study. The response is to (1) consider immediate action that can be taken; and (2) specify steps that can be taken toward finding both short-term and long-term solutions to the problems and needs identified in the study.

Many more steps need to be taken before we achieve a consistent, integrated approach to meeting our employment and training needs. The Council believes, however, that this goal is within reach if all of the agencies involved continue to respond as they have this past year.

PART III

COMPONENTS OF THE ANNUAL EVALUATION REPORT RECOMMENDED BY THE NATIONAL ASSOCIATION OF EXECUTIVE DIRECTORS

Other Components of the Annual Evaluation Report

In a memorandum from the President of the National Association of Executive Directors of State Advisory Councils, dated March 6, 1978, it was recommended that three (3) additional components be included in The Council's Annual Evaluation Report in addition to those mandated by federal law and regulations. The three (3) other suggested components were:

(1) Progress made on the Advisory Council's previous recommendations to the State Board.

(2) Status of Local Advisory Councils.

(3) Status of the State Occupational Information Coordinating Committee (SOICC).

A brief statement on each of these areas is offered in response to the request.

1. PROGRESS MADE ON THE COUNCIL'S PREVIOUS RECOMMENDATIONS:

In its eight Annual Reports since 1969, the State Advisory Council has made a total of 77 recommendations in 29 major areas. Early this year, The Council traced action on these recommendations in a special report entitled "History of Recommendations Made by the North Carolina Asvisory Council on Education to the State Board of Education, 1970-77."* A table, "Brief History of Council Recommendations," excerpted from this report, follows. The table serves a twofold purpose: (1) to summarize the 29 major areas of previous Council recommendations, and (2) to express The Council's concern that the State Board has not dealt adequately with certain recommendations that have been made repeatedly. For instance, recommendations regarding "Pre-Service and In-Service Training of Professional Personnel" occurred eight times in our annual reports between 1970 and 1975. The continuing need for improvement in this area still exists, so again in 1978 we are calling attention to it by recommending "reform in the organization and capability of the State to provide qualified personnel for vocational education."

We believe the recommendations from the 1976 and 1977 annual reports are especially important because they involve a more philosophical and comprehensive approach to vocational education--i.e., the development of overall statewide policy on vocational education and a master plan for implementing the policy, respectively. The Council believes that a continuing response to these two reports, along with an appropriate response to its CALL FOR REFORM in 1978, will stimulate more improvement in vocational education in our State than any other approach could accomplish.

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*Full report on file in Council office.

BRIEF HISTORY OF COUNCIL RECOMMENDATIONS

Recommendations by Subject Area	Year in which recommendations made*							
	1970	1971	1972	1973	1974	1975	1976	1977
1. Pre-service and In-service training of Professional Personnel	X		XX	X	XXX	X		
2. Resource Allocation	XXX			X	XX	X		
3. Comprehensive Vocational Education Opportunities	X	X	X		X	XX		
4. Articulation	XX	X		X	XX			
5. Goald, Objectives, Priorities in Planning Process	XX		XX	X				
6. Local Advisory Committees		X	X	X	X			
7. Relationship Between SBE and SACVE		X	X		X	X		
8. Educating the Public (Public Information)		X	XX		X			
9. Occupational Education in Private Schools, Business and Industry	X	X				X		
10. Evaluation and Information on Efficiency and Effectiveness of Programs	XX					X		
11. Occupational Needs and Aspirations of Students				X	XX			
12. Disadvantaged and Handicapped					X	X		
13. Interagency Involvement in Planning Process					X	X		
14. Guidance and Counseling					X	X		
15. Planning for Job Opportunities	X					X		
16. Job Placement and Follow Up		X				X		
17. Youth Organization Activities		X			X			
18. Safety Practices			X		X			

(continued)

BRIEF HISTORY OF COUNCIL RECOMMENDATIONS (continued)

Recommendations by Subject Area	Year in which recommendations made*							
	1970	1971	1972	1973	1974	1975	1976	1977
19. Research Findings and Dissemination of Findings					X	X		
20. Student Proficiencies					X	X		
21. Use of Planning Regions	X	X						
22. Comprehensive Long-range Planning	X							
23. SBE Policies and Administrative Procedures Manual	X							
24. Equipment					X			
25. Lay Advisory Council Seminar					X			
26. Extended Day Program						X		
27. Financial and Enrollment Data						X		
28. Development of Overall Statewide Policy							X	
29. Development of Master Plan for Vocational Education								X

*Number of Xs signifies number of recommendations dealing with specified subject area; i.e., XX means two recommendations dealing with subject area made in selected year.

2. STATUS OF LOCAL ADVISORY COUNCILS

One of the new thrusts of the Vocational Education Act of 1963, as amended, was the establishment of Local Advisory Councils (LACs). During 1978, The Council surveyed each LAC member in the State. Some of the key findings of that survey are as follows:

(1) Each of the 202 local educational agencies (LEAs) in North Carolina (57 community colleges/technical institutes and 145 public school administrative units) did establish a local advisory council (LAC) for the purpose of developing the 1978 local plan for vocational education, and the State Board of Education found these LACs to be in compliance with the federal legislation.

(2) Average number of members for the 145 public school LEAs was 10.8 while the 57 community colleges/technical institute LACs average 7.8 members.

(3) Seventy percent (70%) of all LAC members were white males while 19.3 percent were white females. The remainder of members were 6.2 percent black males, .7 percent black females, .8 percent American Indian males, and .3 percent American Indian females.

(4) Persons 25 years of age or younger represented 2.3 percent of LAC members while 92.5 percent of the members fell in the 26-64 age group.

(5) LAC memberships overall consisted of the following areas of representation: business--27.2%; industry--17.3%; labor--3.2%, students--4.1%; government--4.3%; education--22.7%; public--4.4%; other--13.0%; and don't know--3.9%.

(6) Fifteen percent (15%) of the people named by LEAs as being LAC members responded that they were not. Therefore, at least during the first year that LACs were required, LEA membership reporting to the State Board of Education was not completely accurate.

(7) Slightly over one-third (35%) of LAC members felt their local educational agency has used their council's advice on the local application to the fullest extent. Another one-quarter (26.7%) of the members felt their advice was well used but the LEA could have taken better advantage of it. Over one-third (38.3%) of the members felt their advice had been either largely ignored or not requested, or the respondents did not know or could not reply to a question asking what they felt the LEA had done with their advice.

Overall, LEAs had complied fairly well with the new federal mandate pertaining to local advisory councils. However, greater balance of sex/race/age ratios should be achieved. And, more accurate reporting of LAC memberships is needed.*

During 1978, The Council in cooperation with the State Board of Education, developed an agreement that spells out procedures to be followed in providing technical assistance to local advisory councils. The "Agreement" is a part of the Appendices.

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*A complete report on the results of the survey of Local Advisory Councils is available from The Council's office.

3. STATUS OF THE STATE OCCUPATIONAL INFORMATION COORDINATING COMMITTEE

The State Occupational Information Coordinating Committee was organized in 1978. Since the State Board of Education, as well as the agencies representing CETA, Vocational Rehabilitation, and the Employment Security Commission are working together in SOICC, The Council is optimistic about the future potential for "a consistent, integrated, and coordinated approach" to meeting the employment and training needs of the State.

At the May 1978 Council meeting, a progress report on SOICC was provided. The Council welcomes the opportunity to continue a dialogue with SOICC and will assist to any extent possible to accomplish its goals.

APPENDICES

APPENDIX A

EXECUTIVE ORDER #25

State of North Carolina

JAMES B. HUNT, JR.
GOVERNOR

EXECUTIVE ORDER NUMBER 25

WHEREAS, the Congress of the United States has recognized that education to meet the needs of all youth and adults is a local, state, and federal responsibility; and

WHEREAS, in recognition of the nation's critical education and training requirements, the Congress has enacted the Education Amendments of 1976, Public Law 94-482, Title II, as amended, which extends the Vocational Education Act of 1963; and

WHEREAS, Section 105(a) requires: "Any state which desires to participate in programs under this Act for any fiscal year shall establish a State Advisory Council, which shall be appointed by the Governor . . ."; and

WHEREAS, the State of North Carolina desires to receive funds under this Act to carry out the responsibilities of the State Advisory Council in accordance with the Act and for other purposes;

NOW, THEREFORE, IT IS HEREBY ORDERED:

Section 1. There is hereby created the North Carolina Advisory Council on Education, for the purposes of implementing Section 105 of the Vocational Education Act of 1963, as extended by the Education Amendments of 1976, Public Law 94-482, Title II, as amended, and for such other purposes as may be advisable to improve education and manpower in general and vocational technical education in particular.

Section 2. The State of North Carolina and all of its constituent departments and agencies shall cooperate with the North Carolina Advisory Council on Education, including providing appropriate office space and support services, to assist the Council in carrying out its mandated duties as specifically set out in Section 105(4)(A); (e); (f)(2) of the Vocational Education Act of 1963, as amended, and for other purposes.

Section 3. The members of this Council shall consist of those persons who are appointed by the Governor of North Carolina and certified to the United States Commissioner of Education each year, who, to the best of the Governor's knowledge and belief meet the qualifications specified in Section 105(a) of the Vocational Education Act of 1963, as extended by Public Law 94-482, Title II, as amended.

Section 4. This Order shall become effective immediately.

Done in Raleigh, North Carolina this the 25th day of May, 1978.

GOVERNOR OF NORTH CAROLINA

SEAL

North Carolina Advisory Council on Education

The North Carolina Advisory Council on Education was created by Executive Order of the Governor on May 25, 1978. It supersedes the "State Advisory Council on Vocational Education" which had existed by this unofficial title since the passage of Public Law 90-576.

The North Carolina Advisory Council on Education, hereafter called "The Council" is to emphasize vocational education as "an integral part of the educational process"[1] in the State's public secondary schools, and to undergird the basic purpose of the Community College System -- "the major purpose of each and every institution...shall be and shall continue to be the offering of vocational and technical education and training...."[2]

The Council's duties include advising the State Board of Education, which is the State Board of Vocational Education, "the sole State agency for the State administration of vocational education at all levels,"[3] on all pertinent matters pertaining to implementing the Educational Amendments of 1976, Public Law 94-482, Title II, as amended.[4] A key duty of The Council is to "...assess the extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs..."[5] and "for such other purposes as may be advisable to improve education and manpower in general and vocational technical education in particular."[6] (emphasis added)

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[1]North Carolina Session Laws, 1977, Chapter 490, Article 27A, Section 115-229.1.

[2]North Carolina Public School Laws, Chapter 115-A, Section 115A-1.

[3]North Carolina Session Laws, 1977, Chapter 490, Article 27A, Section 115-229.3.

[4]Educational Amendments, 1976, Public Law 94-482, Title II, as amended, Section 105.

[5]Ibid., Section 105(4)(A).

[6]Executive Order Number 25, May 25, 1978, Section 1.

APPENDIX B

JOINT RESOLUTION OF THE STATE BOARD OF EDUCATION AND THE NORTH CAROLINA EMPLOYMENT AND TRAINING COUNCIL

RESOLUTION

AGREEMENT TO COOPERATE
NORTH CAROLINA STATE BOARD OF EDUCATION
NORTH CAROLINA EMPLOYMENT AND TRAINING COUNCIL

ADOPTED MAY 3, 1978

RESOLUTION

AGREEMENT TO COOPERATE
NORTH CAROLINA STATE BOARD OF EDUCATION
NORTH CAROLINA EMPLOYMENT AND TRAINING COUNCIL

WHEREAS the State of North Carolina, through the Governor, the General Assembly, the State Board of Education, and the Employment and Training Council has given priority to expanded and improved educational and employment opportunities for its citizens; and

WHEREAS the North Carolina State Advisory Council on Vocational Education has recommended to the State Board of Education establishment of a permanent and on-going partnership with the Employment and Training Council to facilitate cooperation and communication; and

WHEREAS the North Carolina Employment and Training Council has recommended that formal cooperative agreements and structures for continuing communication, coordinated planning, and joint program operations be developed between the Council, CETA Prime Sponsors and educational agencies at state and local levels; and

WHEREAS several acts of the Federal government are intended to effect a coordinated approach to education, training, and employment efforts, these including:

Enactments by the Congress of the United States:

- Comprehensive Employment and Training Act of 1973, as amended (CETA);
- Vocational Education Act of 1976 - Specific requirments for coordination between Vocational Education and CETA programs;
- Youth Employment and Demonstration Projects Act of 1977 (YEDPA), adding to CETA various programs designed to increase education and employment opportunities for disadvantaged youth and specifically requiring coordination between education and employment and training agencies; and
- The recently signed Memorandum of Understanding Between the Secretaries of the Departments of Labor and Health, Education and Welfare designed to develop a coordinated approach at the Federal level to carrying out the mandates of the Youth Employment Demonstration Projects Act of 1977; and

WHEREAS the North Carolina Employment and Training Council (State Manpower Services Council in Federal legislation) under North Carolina law, Chapter 771, and the Federal CETA legislation, is to advise the Governor on employment and training goals, objectives, and policy and to make recommendations to the Governor for effective coordination of policies for planning and delivery of employment and training and other related services in the State; and

WHEREAS the North Carolina State Board of Education is charged by Article IX of the North Carolina Constitution and by Chapters 115 and 115A of the General Statutes to supervise and administer a free public school system and a separate system of community colleges and technical institutes

and also serves as the State Board of Vocational Education responsible for coordination of policy and program planning and administration of vocational and technical education under various State and Federal laws; and

WHEREAS the State Board of Education has had a continuing role in providing education and training services for employment and training programs, both before and since the enactment of CETA, at the state and local level through the community colleges and technical institutes, and through the secondary public schools for in-school youth; and

WHEREAS over the past year there have been a number of initiatives toward greater coordination, cooperation and communication in policy and program planning between education and employment and training agencies at the state and local levels which have resulted in expanded education program activity related to employment issues and in improved coordination between the staff agency of the Employment and Training Council (the Division of Community Employment, Department of Natural Resources and Community Development) and the staff agencies of the State Board of Education (the Department of Community Colleges, Department of Public Instruction and the Controller's Office); therefore be it

RESOLVED that the North Carolina State Board of Education and the North Carolina Employment and Training Council recognize the urgency of the above mandates and recommendations and jointly agree to expanded and continuing cooperation and communication in developing coordinated policies, plans, and programs for youth and adults in North Carolina; and be it further

RESOLVED that the State Board of Education and the Employment and Training Council encourage their respective staff agencies to continue efforts to jointly identify and review policy and program issues and develop recommendations to the respective bodies on policies and structures needed to implement this agreement and accomplish the goal of a comprehensive program of education and employment training for North Carolina; such goal to include, although not to exclude any other necessary areas, the following:

(1) Delineation of the appropriate role of education, secondary and post-secondary, in a comprehensive employment training system;
(2) Improvement of communication between education and employment and training programs;
(3) Encouragement of school completion and return to school of youth, in particular, and also adults;
(4) Identification and further development of successful education - work models and the development and assessment of innovative alternative approaches in education and training;
(5) Improvement of the transition from school to work through improved occupational counseling and guidance programs, career information, and greater involvement of the private sector in designing programs to meet the employment training needs of the State;
(6) Development of a reliable and timely occupational and labor market information base to be used in coordinated policy and program planning and development;
(7) Improvement of the employability of target groups in the labor force experiencing high unemployment rates;
(8) Development of appropriate guidelines and procedures to assure program quality in education and employment training programs;

(9) Development of a statewide communication system to disseminate information on Federal developments;

(10) The involvement of both agencies in development of the state's position on Federal activities of common concern.

The respective staff agencies should report to the appropriate body on their efforts to carry out the provisions of this agreement in a timely manner, but not less than annually. Appropriate committees of the Board and Council, and interagency staff committees, should be used in developing specific recommendations.

James B. Hunt, Jr., Governor
Chairman, North Carolina Employment and Training Council

H. David Bruton, Chairman
North Carolina State Board of Education

APPENDIX C

AGREEMENT BETWEEN THE STATE BOARD OF EDUCATION AND THE STATE ADVISORY COUNCIL

AGREEMENT

This agreement, between the North Carolina State Advisory Council on Vocational Education, hereafter called the SACVE, and the State Board of Education's Division of Vocational/Occupational Education in the respective Departments of Public Instruction and Community Colleges, hereinafter referred to as the State Board staff, is made and entered into to accomplish the purposes and objectives listed below.

OBJECTIVE 1. To comply fully with the purposes and intents of Public Law 94-482, as amended, Title II, Section 105(g)(2) in providing technical assistance to eligible recipients in how to establish and operate local advisory councils on vocational education (LACs).

OBJECTIVE 2. To provide a cooperative, mutually supportive and complementary team effort by representatives of the SACVE and appropriate specialists from the State Board staff in providing technical assistance.

OBJECTIVE 3. To avoid conflicts or duplication of effort between representatives of the SACVE and the State Board staff as they work together in the accomplishments of Objectives 1 and 2.

OBJECTIVE 4. To establish procedures between the SACVE and the State Board staff for providing technical assistance requested by the 145 local education agencies (LEAs) and 57 community colleges/technical institutes (CC/TIs) of the State; NAMELY,

Step 1. Local directors/planners of vocational education, superintendents of school administrative units, deans and/or directors of occupational education, and presidents of community colleges/technical institutes shall be advised of this joint agreement. Such advisement shall be provided by the SACVE.

Step 2. When requests for technical assistance are made by an LEA or CC/TI to either the SACVE or the State Board staff, the agency receiving the request will notify the other agency that a request for technical assistance has been received and indicate the nature of the request.

Step 3. The State Board staff will make the initial response to all requests for assistance. If the request specifically designates the SACVE to provide the assistance, the State Board staff will immediately forward the request to the SACVE in writing with a copy to the transmitter.

Step 4. If an LEA or CC/TI needs further technical assistance after the State Board staff has responded to its initial request for assistance, the SACVE will attempt to provide the additional assistance.

Step 5. After assistance has been provided, the agency providing assistance will provide the other agency a summary of information given.

Internal administrative procedures for carrying out the intent of this agreement shall be developed by each participating agency.

This agreement becomes effective February 2, 1978, and remains in effect until modified in writing by mutual agreement of both parties, or until Federal or State law may void it.

FOR THE COUNCIL:

E. Michael Latta — 1-17-78

E. Michael Latta, Executive Director — Date

FOR THE STATE BOARD OF EDUCATION:

H. David Bruton — February 10, 1978

Chairman, State Board of Education — Date

A. Craig Phillips — February 20, 1978

Secretary, State Board of Education — Date

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7/1/78

A CALL FOR REFORM

CE019 503

1978 Annual Report of the
North Carolina Advisory Council on Education

Introduction

The North Carolina Advisory Council on Education (hereafter referred to as "The Council") was given new directions by the Education Amendments of 1976 and by Executive Order in May, 1978. One of the key duties of The Council is preparation of an Annual Report to the U.S. Commissioner of Education and to the National Advisory Council on Vocational Education, through the State Board of Education. The 1978 Report is the first one developed by The Council under its expanded authority.

Council given new directions

While the authority for the Report is new, the purpose is not. It attempts to point out how the State Board of Education should proceed in order to improve and extend the availability and the quality of vocational education for all of the students enrolled under the Board's jurisdiction. The **1978 Annual Report** is, therefore, sequential to and incremental to the 1976 and 1977 Annual Reports.

The 1976 Annual Report called on the State Board of Education to develop an overall **STATEWIDE POLICY FOR VOCATIONAL EDUCATION**; the 1977 Report called for an **ACTION PLAN FOR VOCATIONAL EDUCATION** that prescribed how the **Policy** was to be implemented. The Council believes that certain reforms are needed, both to enhance the further delineation of policy and to stimulate the further development of a comprehensive Master Plan that will truly provide for "a general and uniform system" of vocational education in our State's educational system.

Hence, **A Call For Reform.**

Committees of the State Advisory Council on Education at a Southern Pines work session

COMMENDATION TO THE STATE BOARD OF EDUCATION

Board's leadership positive and open

During 1977-78, the State Board of Education established a new and open posture with The Council. This refreshing relationship has come about because of the open and responsive leadership of the Board's Chairman, Dr. H. David Bruton, and the other members of the State Board. Under Dr. Bruton's leadership, the Board:

1. Responded positively to The Council's Resolution which urged a meeting with the North Carolina Employment and Training Council.[1]
2. Endorsed and supported The Council's Educational Television FORUM in February 1978. This endorsement was unsolicited, making the State Board's support much more meaningful.
3. Adopted an "Agreement" with The Council to provide technical assistance to local advisory councils on vocational education.
4. Adopted a proposal to write a **State Plan for Guidance**, in response to a recommendation made by The Council in December 1976.[2]
5. Was represented — for the first time — by one of its members at each of the Council's meetings.

The Council appreciates this interest and concern which members of the State Board of Education have shown for our activities during 1977-78. The Council wishes to commend the State Board of Education members, both individually and collectively.

North Carolina's State Board of Education

RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION

"Almost all public policy decisions — in fact, almost all decisions — must be made on the basis of incomplete information."[3] Nonetheless, the North Carolina Advisory Council on Education recommends that the Board specifically begin to address three areas which seem critical to the future of vocational education:

1. **Reform the method of funding vocational education;**
2. **Reform the method of curriculum development for vocational education; and**
3. **Reform the organization and the capability of the State to provide qualified personnel for vocational education.**

Reforms needed

The term "Reform" **is not** to imply a major change or upheaval of the current vocational education operations. It **is** to imply a "fine-tuning" or minor revisions of the State Board's current operational pattern.

While each of these recommendations is independent of the other, The Council believes they should be considered and implemented in an interdependent manner. The Council will be pleased to work with the State Board of Education in accomplishing these recommendations.

Recommendation 1: Reform The Method Of Funding Vocational Education

Vocational education is formally recognized by the State as a **State** function in our public schools, community colleges and technical institutes, and in teacher education programs in the State's University System. This recognition was first formalized by the enactment of the "Community College Act" of 1963. It was further recognized and defined in 1977 by "An Act to Provide an Expanded Legal Basis for Secondary School Vocational Education," and it was embellished by a position statement on vocational education in the Board of Governors' Long Range Plan for 1977-82. Also, the State function of providing quality vocational educational to the youth and adults of North Carolina is extended and expanded by the Education Amendments of 1976, Title II, P.L. 94-482, as amended.

Vocational education: A State function

Special Concern for Secondary Education

State law requires vocational education

At the June 2, 1977, meeting of the State Board of Education, a State Plan for Vocational Education for 1978 was adopted. As a part of that process, the State Board of Education approved an "equity formula" to bring all public school administrative units up to a minimally-funded level over a six-year period. The Council supported the "equity formula," consistent with state and federal statutes at that time. Under legislation that existed at that time, this was a logical and significant step for the State Board to take.

However, **six days later**, June 8, 1977, the General Assembly enacted a new State law. It addresses vocational education primarily for secondary schools, but it has implications for the total field of vocational education.

One statement in that new law reads:

> It is the intent of the General Assembly that vocational education be an integral part of the educational process. The State Board of Education is authorized and directed to administer through local boards of education a comprehensive program of vocational education which shall be available to all students who desire it in the public secondary schools of this state.[4]

This state law also declares (under a heading titled "State funds for vocational education"): **It is the intent of the General Assembly of North Carolina to appropriate funds for each fiscal year to support the purposes of vocational education as set forth in . . . this Article."**[5] (Emphasis added)

Needed: balanced Federal/State relationship

It is thereby the declared purpose of the General Assembly **to appropriate State funds to support vocational education purposes** as prescribed in the State Statutes, and it is the declared purpose of the General Assembly that vocational education be an integral part of the educational process. The action of the North Carolina General Assembly is particularly significant when read in light of the action of the U.S. Congress in extending the Vocational Education Act of 1963. The extension fully took effect on October 1, 1977. A key provision of that law states: "It is also the purpose of this part to authorize Federal grants to States to assist them — (1) to extend, improve, **and where necessary, maintain existing programs of vocational education.**"[6] (Emphasis added)

The Council thereby recommends that the State Board of Education reform the method of funding vocational education by requesting that the General Assembly provide state funds for a

basic vocational education program in the public secondary schools.

A recent Commission appointed by the State Board of Education under the 1977 General Assembly's "Resolution 91," had an opportunity to develop a different concept for funding vocational education. The General Assembly's resolution was titled "A Joint Resolution to Provide for a Study of the Formulas and Funding Procedures Whereby The State Board of Education Allocates Funds to Local Administrative Units." This resolution specifically directed the Commission to study areas such as equity in funding program costs, including "the ratio of pupils to occupational education teachers." The Commission's final report, however, has but one statement about vocational education: "Vocational education allotments are made separately and not included in the above calculations."[7]

Board should request funding

Currently, each local administrative unit has to secure approximately thirty percent (30%) of the necessary funds to pay for vocational educators' salaries from the local tax-levying authority. The Council is not aware of any other educational program in the State that is operated in this manner. A Legislative Research Commission's Report states: "What North Carolina really has, and has had for a number of years is a set of salary tables for certain employees and absolutely no system at all for others."[8] "All teacher positions will be placed on a uniform schedule."[9]

Therefore, The Council believes the total salary for vocational education personnel should be paid from State funds, as are other professional personnel.[10] If the General Assembly is going to provide "for a general and uniform system of free public schools," as required by the North Carolina Constitution, and if the intent of the General Assembly is "to appropriate funds for each fiscal year to support the purposes of vocational education . . . ," then the State Board of Education must declare the cost to achieve such purposes.

Board members support full funding

Local resources and federal resources still would be used, but in a different configuration — that is, to **extend and improve** vocational education in the State.

Support for basic State funding for vocational education has been proposed by members of the State Board of Education. The Honorable R. Barton Hayes, member of the State Board of Education, told The Council that he would "like to see them mount a campaign before the General Assembly to pass legislation authorizing automatic funding for vocational education."[11] The Honorable Evelyn Tyler asked The Council ". . . to push for 100 percent funding for vocational education in North Carolina."[12]

It is clearly the responsibility of the State Board of Education to determine the cost of vocational education in North Carolina and to request the necessary funds from the North Carolina General Assembly. As has been noted, the Constitution of the State provides for a "general and uniform system" of public education. At this time, the State's financing of vocational education is neither "general" nor "uniform" in the public secondary schools. It is time for the State Board of Education to reform the method of funding vocational education, to provide a "general and uniform" system of vocational education that **can** be an "integral part of the education process."

Vocational/technical education: main purpose of community colleges

Special Concern for Postsecondary Education

The Community College Act was ratified by the North Carolina General Assembly in 1963. The Act established the State's policy and basic state financial support for vocational and technical education offered for adults through the institutions making up the community college system. The law charged the State Board of Education with establishing and operating the community college system. The Community College Act is very direct:

> The major purpose of each and every institution operating under the provisions of the Chapter, shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools.[13]

There are at least two concerns about the current method of funding vocational and technical education in the community college system:

1. The funding request for vocational and technical education by the State Board of Education to the General Assembly does not appear completely consistent with the stated purpose and philosophy of State law.

The State Board of Education's request to the General Assembly shows a budget "rate"[14] for vocational and technical education to be the same as for other programs! Unless a significantly greater funding "rate" is assigned to vocational and technical education both in requests to the General Assembly and in distribution formulas to institutions, vocational and technical education cannot be "the major purpose" of the community college system, but **just another purpose**.

2. Federal funds are providing more and more of the ongoing program-support budgets at these institutions. Federal funds

should be used to **extend and improve** vocational and technical education in the community college system, not simply to maintain the status quo.

Several alternatives are suggested in response to these concerns. The State Board of Education should always request the necessary funds from the General Assembly for a state program; additional funds should be requested to match federal funds for accomplishing federal purposes. Another option is to request a "dollar and cents" appropriation, program by program.[15] Requests to the General Assembly could be based on this concept, and funds distributed in like manner.[16] Therefore, the Council reiterates one of its 1975 recommendations, which reads as follows:

Parallel data systems needed

We recommend that the State Board of Education develop parallel systems for maintaining financial and enrollment data for the Department of Public Instruction and the Department of Community Colleges.

Parallel data systems would make it easier to:

1. Identify dollars-and-cents effort expended in serving exact numbers of students with various kinds of programs during any given time period;
2. Equate educational emphasis in various fields to the employment pattern or employment predictions for those fields;
3. Appraise programming continuity and the extension of educational opportunity from the public school system through the Department of Community Colleges; and
4. Develop a fair and logical system of evaluating educational programs, institutions, and personnel.[17]

Reform funding method

In Summary

State statutes direct that vocational education is to be an integral part of the public secondary school curriculum and that it is to be **the major purpose** of the community college system's curriculum. It would appear to be only sensible that appropriate requests should be made of the General Assembly by the State Board of Education to implement the letter as well as the spirit of the State laws.

Appropriate funding by the State would still permit full participation in federally funded programs because federal resources should be used to extend and improve vocational education for the youth and adults of this State.[18] This would be entirely within the stated purpose of federal assistance for vocational education:

> Sec. 101. It is the purpose of this part to assist States in improving planning in the use of all resources . . . It is also the purpose of this part . . .
>
> (1) to extend, improve, and, **where necessary, maintain existing programs** . . . (emphasis added)
> (2) to develop new programs of vocational education,
> (3) to develop and carry out such programs of vocational education within each State so as to overcome sex discrimination and sex stereotyping . . .
> (4) to provide part-time employment for youths who need the earnings . . .
>
> . . . so that persons of all ages . . . will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interest, and ability to benefit from such training.[19]

Fully implemented, the recommendations aforementioned would be the essential ingredients to reform the funding of vocational education for the State's public secondary schools and community colleges/technical institutes.

Recommendation 2:
Reform The Method Of Curriculum Development For Vocational Education

Insofar as Vocational Education is concerned, the State Board of Education has several purposes:

1. To assure that "appropriate minimum standards for vocational education programs, services, and activities shall be established, promulgated, supervised, monitored, and maintained."[20]
2. To ". . . adopt and execute such policies, regulations and standards . . . to insure the quality of educational programs, to promote the systematic meeting of educational needs of the State . . ."[21]
3. To assure that "articulation will occur with institutions (and) agencies . . . having responsibilities for manpower development."[22]

Board should require articulation

Because the State Board of Education has under its jurisdiction the two main agencies for human development in the State — the Department of Public Instruction and the Department of Community Colleges — articulated curriculum development in vocational and technical education should be a matter of policy as well as practice.

As to policy, State and federal legislation authorize the State Board to provide connecting links between the two vocational education agencies which are under the Board's jurisdiction. How does the State's dual delivery system for vocational and technical education work?

First, policies governing vocational education from kindergarten through the equivalent of Grade 14 are made by the State Board of Education.

Secondly, the State of North Carolina, under the auspices of the State Board of Education, develops an Annual Plan for Vocational Education.

Thirdly, the State Board of Education has adopted an articulation policy which encourages cooperation and sharing between the two systems.[23]

In order to facilitate the further involvement between the State Board and such agencies as the Board of Governors and the North Carolina Employment and Training Council, curriculum articulation should be extended to its fullest potential.

Articulation is defined as the planned process within the educational system which facilitates the transition of students between the secondary and post-secondary levels of instruction and allows the students to move with continuity and without hindrance through levels of the educational process.[24]

Joint curriculum development is best articulation

At a State Board of Education meeting, Vocational Education Committee Chairman John Tart (left) confers with Community Colleges Committee Chairman Richard Manz

The Council believes that the best "articulation" is joint curriculum development — that is, joint curriculum development between the public schools and community colleges/technical institutes. The Council knows that some curriculums have been or are being jointly developed by personnel from public schools and community colleges. This approach has been shown to work very well in the research project entitled: "Articulation of Occupational Education Programs Between Secondary Schools and Community Colleges/Technical Institutes" conducted jointly by James Sprunt Institute and Duplin County Schools. This original "pilot project" in Duplin County (jointly financed by the Department of Public Instruction and the Department of Community Colleges) has been extended in time and into new curriculum areas. It should be adopted on a systematic basis — statewide. Accordingly, The Council recommends a **reform in the method by which vocational education curriculums are developed**, utilizing the process and techniques developed by the "James Sprunt Institute" — Duplin County Schools Curriculum Articulation Model in Occupational Education." It is noted that this "model" is in keeping with a

recommendation made in The Council's 1975 Annual Report:

> We recommend that the State Board of Education require that all vocational curricula designed to produce job entry skills be based on performance objectives validated by recent job analysis and task analysis and that parallel performance standards be established for completion of secondary and post-secondary programs, and the State Board of Education immediately consider the most efficient, expedient method for attaining such a goal.

Leaders support joint curriculum development

Dr. Ben E. Fountain, then State President of the Department of Community Colleges, and Dr. A. Craig Phillips, State Superintendent of Public Instruction, have voiced support for this concept. In a joint interview for the television program aired for The Council's 1978 Vocational Education FORUM, Dr. Fountain and Dr. Phillips said:

> **Interviewer:** I've heard a lot about the James Sprunt Project: but usually, the name is mentioned and no specifics. Can you capsule that for us?
>
> **Fountain:** Specifically, it means that the public school teachers and the community college or the technical institute instructors have worked together to plan educational programs in vocational areas — automotive mechanics and so on — so that a student can move right through a high school program into a technical institute program without missing a step or repeating material. And this ideally is the way it should be throughout the system, and we are moving in that direction.
>
> **Interviewer:** Is there a likelihood that this will spread rather rapidly through the system?
>
> **Phillips:** I think it will. And you know one other thing we ought to mention, Ben, as a part of that relationship is the beginning of more and more opportunities for shared faculty and shared facilities with a clear understanding of the distinctive role of each institution. . . . then that business we started out talking about, articulation, that fitting together, can take place effectively.[25]

The "James Sprunt-Duplin County Curriculum Model" takes into account the needs of the private sector — the employers of students. The concept of greater collaboration between education and the economic community was endorsed by the State Board of Education in June, 1978.[26] Moreover, this "Curriculum Model" could be used to accomplish one of the "Continuing Goals for Vocational Education," adopted by the State Board of Education at its June, 1978 meeting.

The stated goal is:

> Improvement of articulation between and within secondary and post-secondary vocational education in order to facilitate the transition of students between the two levels and in order to eliminate duplicated curicular requirements.[27]

In Summary

Curriculum development improves coordination

A dynamic Vocational Education curriculum must be built jointly by the public schools and community colleges/technical institutes with support from the State Board of Education and appropriate consultation with employers. If the curriculum is to be valid, a program graduate should possess the same or similar competencies that can be demonstrated in terms of the needs of the workplace. Articulated curriculum development between public schools and community colleges/technical institutes is the best assurance that this will occur.

A member of the North Carolina Advisory Council who has been involved in the Articulated Curriculum Development Project notes:

> I am firmly convinced that, unless the educational system gets itself in a channel of structure, we are doomed to utter chaos . . . This Council or someone needs to recommend that a development staff be [established] . . . for the purpose of developing this kind of format . . .[28]

All of this boils down to undergirding a concept expressed by the State Treasurer who is a member of the State Board of Education: "Let's look at our public education programs and determine if there is some prospect of better coordinating the educational process from the high schools to the Community Colleges. . . ."[29]

Hon. Harlan Boyles, State Treasurer, and member of State Board of Education, speaks to the State Advisory Council.

Recommendation 3:
Reform The Organization And Capability Of The State To Provide Qualified Personnel For Vocational Education

There are approximately 9,000 vocational and technical education professionals employed in the public schools and community college system. In order to be sure that the educational institutions have adequate and competent professionals now and in the future, the State Board of Education should be about the business of making sure that adequate and appropriate pre-service and in-service programs are established in the State. That kind of assurance can be certain only after the State Board of Education establishes appropriate non-negotiable standards for all of its vocational education personnel and then works out an ongoing relationship with the Board of Governors to accomplish this mission.[30]

Personnel development system needed

Historically, the State Board of Education has given leadership to and provided resources for professional development of vocational education personnel employed in the public school system in North Carolina and, more recently, in the Community College System. Pre-service education was considered to be a basic responsibility of colleges and universities in the State. Certain of these colleges and universities developed programs of professional education in designated subject matter fields which were approved by the State Board of Education and received financial support from the State Board in carrying out this function. In-service education was considered to be a joint responsibility of the State Board and of the colleges and universities.

Vocational education personnel development programs in the past have been specialty-oriented; major emphasis was concentrated on programs and courses for undergraduate or graduate degrees. New arrangements should be provided for expanding current specialty programs, for development of new programs, and for bringing in experts to assist personnel who work with special groups such as disadvantaged and handicapped students.

Programs designed to provide assistance to local administrative personnel (principals, superintendents, community college presidents, deans, local directors of vocational education) or to State level personnel who work in the broad field of vocational technical education should be clearly defined and made available.

The role of vocational teacher educators in in-service programs should be critically examined in light of recent changes occurring

in both State and federal legislation, program scope, sequence, and structure.

No college or university in the State currently provides training programs for personnel in all of the recognized vocational education specialties. Neither is The Council aware of any joint programs or consortium of institutions with the basic purpose of providing professional development for personnel with broad vocational and technical education responsibilities.

Vocational personnel in short supply

While the teacher market in general is glutted with an over-supply of individuals, it is reported that there is a shortage of 5,692 vocational teachers during fiscal year 1978 throughout the United States, with 379 needed in North Carolina.[31] There is little evidence that the State Board of Education is aware of this fact. The State Board has not requested that the Board of Governors assist in providing adequate, qualified personnel in the field of vocational and technical education. It is time to correct this oversight and **to reform the organization and capability of the State to provide for these personnel needs**, for the present as well as for the future.

The Board of Governors, on the other hand, has already taken major steps to assist the State Board of Education with this massive task. For example, the Board of Governors in July 1976 initiated a comprehensive review and evaluation of all teacher education programs in the University. Each program was judged on three (3) criteria — quality, productivity, and need.[32]

This study clearly indicated no basis for further general expansion of teacher education programs in the University at this time or for the

> foreseeable future. Some specific areas of high demand do remain (e.g., reading education, special education, **vocational education** . . .) and institutions were advised to reallocate their resources to expand productivity in these areas while decreasing productivity in areas of oversupply. It was also clear from the study that a decrease in the production of teachers offered institutions an opportunity to improve the quality of programs through improved selection and retention procedures.[33] (Emphasis added)

The State Board of Education, in adopting its Annual Vocational Education Plan for 1979, declared that it supports the efforts of the Board of Governors and "believes that overall goals and objectives for occupational education cannot be accomplished without such input from the university system."[34]

Board of Governors and State Board of Education need ongoing dialogue

The Council wants to encourage a developing relationship between the State Board of Education and the Board of Governors. The Council strongly recommends that the State Board of Education and the Board of Governors establish a standing committee of the two Boards to maintain continuing dialogue about education personnel in general and vocational and technical personnel in particular. The joint standing committee should seek a meeting as soon as possible for at least the following: (a) establishment — through interagency agreement and a permanent and on-going partnership — of collaboration, cooperation, and communication; (b) delineation of the roles of the State Board of Education and the Board of Governors in responding to the mandates of the collective federal and state statutes; and (c) improvement of long-range planning so as to better serve the youth and adults of the State.

As the relationships between these two Boards are expanded, the Council implores the State Board of Education to discuss the need for the Board of Governors to organize itself, perhaps with the State Board of Education's assistance, to respond to the need for adequate, qualified vocational and technical education personnel in the public schools and the community college/technical institutes of the State.

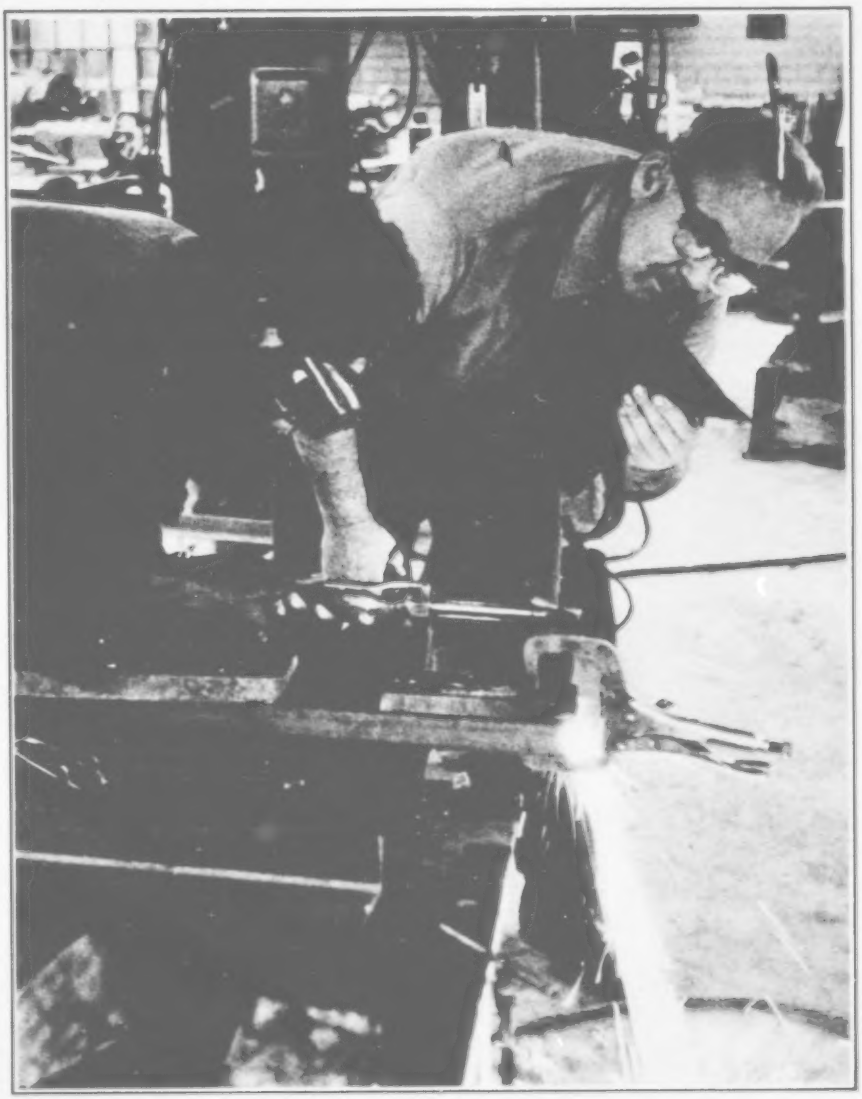
In Summary

The State Board of Education should work diligently with the Board of Governors to reform the organization and capability of the State to provide in-service training, continuing education and field-based degree programs for all educational professionals and especially for vocational and technical educators. To accomplish this goal, the Board of Governors and the State Board of Education must initiate closer coordination in the area of vocational and technical teacher education.

Summary of the 1978 Annual Report

The Council believes that the State Board of Education should move toward reform in three critical areas:

1. Reform the method of funding vocational education;
2. Reform the method of curriculum development for vocational education; and
3. Reform the organization and the capability of the State to provide qualified personnel for vocational education.



These reforms, if developed with careful and deliberate speed, will help to bring vocational education into the mainstream of our educational enterprise, and assist in providing an integrated approach to the employment and training needs of the State.

The Council believes that many education-interested leaders in the State recognize these needs and will support moves toward reform.

Climate for reform already building

> . . . We must look to the whole field of preparation of young people and others. In particular, vocational training in our high schools and community colleges must get a new and stronger emphasis in our state. . . . So I'm saying to you, we've got a lot to do in preparing our young people to be good workers. It's high time we got on with it, and we'll need your continued strong support.[35]

> Key in these efforts is education. Education from the primary level all the way through the college and university system is essential. But we find particular emphasis needs to be placed on vocational training and other directly work-related education.[36]

> . . . in many communities there are unskilled, undertrained individuals. Some could benefit greatly from training at a very basic level. In certain cases we must provide basic training and education before or instead of technical training.[37]

> We realize that to do many of these things is going to require additional funding and financial support. . . . And we recognize that there must be a continuing commitment.[38]

This Annual Report highlights the major concerns of The Council. We agree completely with John Tart, Chairman of the Vocational Education Committee of the State Board of Education, who said:

> . . . May I suggest to you that goal-setting is absolutely necessary. Human beings are just like communities and governments — they must have goals if they are to serve mankind. Actually, not having a goal is more to be feared than not reaching a goal.
>
> Be a possibility thinker.
>
> Look ahead and do not become trapped in the past. Do the job better, because almost anything can be improved.[39]

The Council does not ask the State Board of Education to assume the entire task in accomplishing these goals and making these reforms become reality, but the State Board of Education must provide the leadership.

FOOTNOTES

1. See: Annual Report of the North Carolina Employment and Training Council, 1977, issued by the Department of Natural Resources and Community Development, pp-29-30;38.
2. See: "Position Statement on Guidance," adopted by The Council, December, 1976.
3. Assessing Vocational Education Research and Development, National Academy of Sciences, Washington, D.C., 1976, p. v.
4. North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.1.
5. **Ibid**, 115-229.6.
6. "Education Amendments of 1976," Public Law 94-482, Title II, as amended, Sec. 101.
7. "Allocation of Personnel to Local Administrative Units: Recommendations Regarding State Board of Education Formulas," A Report from the Commission Created by Resolution 91 of the 1977 North Carolina General Assembly, April, 1978, pp. 21;28.
8. Legislative Research Commission, "Public School Employees' Salaries," General Assembly, Raleigh, NC, May 26, 1978 p. 6.
9. **Ibid**, p. 7. See also: North Carolina Session Laws, 1977 (2nd Session, 1978), Chapter 1292, (An Act ". . . for the study of a uniform and equitable salary system for paying all public school employees.), ratified June 16, 1978.
10. **Ibid**., pp. 18-19.
11. The Council's Minutes, November 17-18, 1977, p. 4.
12. The Council's Minutes, January 26-27, 1978, p. 5.
13. North Carolina Public School Laws, Chapter 115A, Section 115A-1.
14. The word "state" is used in Community College Agenda, item I.F. p. 4, entitled "State Board of Education, N.C. Community College System 1978-79 Budget Adjustment Request," adopted by the State Board of Education, February 1, 1978.
15. The essence of a statement by Mr. Stacy Budd, Chairman, Community College Advisory Council to the State Board of Education at a special meeting on March 18, 1978.
16. The essence of recommendations made by Wake Technical Institute at a special State Board of Education meeting, March 18, 1978 (See paper entitled: "Comments on Community College Advisory Council, Funding Formula and Budget Preparation Report," dated March 16, 1978, p. 4)
17. The Council's Annual Report, 1975, pp. 18-19; Also see: **Review of the Controller's Office** (prepared by Arthur Anderson & Co.) Raleigh, NC: State Board of Education, June, 1978.
18. The Council's **Annual Report, 1976**.
19. "Education Amendments of 1976," Title II, Public Law 94-482, as amended, Sec. 101.
20. North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.4,(9)

21. North Carolina Public School Laws, Chapter 115A-5
22. North Carolina Session Laws, 1977, Chapter 490, Article 27A, 115-229.4, (1)
23. Highfill, Hilda A., "Occupational Education in North Carolina: A Review of State Policy and Planning 1973-74 and a Look at the Future," Fiscal Research Division, North Carolina General Assembly, March, 1975, pp. 2-8.
24. **Articulation**: A Study by the National Advisory Council on Vocational Education, May, 1976, p. iii. See also: Ernst, Richard J. "Articulation: A Working Definition," Community College Review, Spring, 1978, pp. 32-34; and Bushnell, David S. "AACJC/AVA Occupational Education Project," **Community and Junior College Journal,** May, 1978, pp. 20-23.
25. Film FORUM, conducted over UNC-ETV Network, February 16, 1978.
26. **Blueprint for the Possible: North Carolina Plan for Career Education, 1978-1982**, adopted by the State Board of Education, June 1, 1978, p. 11.
27. **State Plan for Vocational Education: Annual Plan, 1979**, adopted by the State Board of Education, June 1, 1978, p. 33.
28. The Council's Minutes, March 23-24, 1978, p. 2 (John Wooten)
29. Boyles, Harlan E. "State's development involves fiscal planning," **News and Observer**, February 5, 1978, p. 9.
30. See: Stedman, Donald J. "The Education and Training of Teachers and other Educational personnel in the University of North Carolina: Teacher Education Review Program," Report 1, May, 1977; Reports 2 and 3, October, 1977, The University of North Carolina, 1977; "Report on Follow-Through Review," April, 1978.
31. **Federal Register**, Vol. 43, No. 82, April 27, 1978, p. 18117, pp. 18122-18123. See also: **The State of Teacher Education, 1977**. Washington, DC: National Center for Educational Statistics, 1977.
32. Board of Governors of the University of North Carolina, **Long-Range Planning, 1977-1982**, 1977, p. 249.
33. **Ibid**, p. 253.
34. **State Plan for Vocational Education, Annual Plan, 1979**, adopted by the State Board of Education, June 1, 1978, Appendix, Exhibit I, pp. 4-6.
35. Remarks by Governor James B. Hunt, Jr. at "The Governor's Conference on Balanced Growth and Economic Development," Charlotte, North Carolina, January 11, 1978, p. 9.
36. Remarks by Kenneth E. Flynt, Economic Advisor to the Governor, to the Conference of Community Colleges, "Economic Development: Important in the Past; Critical in the Future," May 30, 1978, p. 6.
37. **Ibid**, p. 6.
38. **Ibid**, p. 7.
39. Keynote speech by Dr. John Tart at the 50th State Convention of the North Carolina FFA Association, June 14, 1978, p. 4.

This publication presents the essence of the 1978 Annual Report prepared by Dr. E. Michael Latta, Executive Director of The State Advisory Council on Education, and Dr. Jerauld B. Wright, the Council's Research and Evaluation Consultant. The full report, as adopted by The Council in August, 1978, is available at the address below.

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